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# FOUR CORNERS GOVERNORS' CONFERENCE

June 19-21, 1990



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**Partnerships in Tourism,  
Recreation, Preservation, and Education**

**COMPLETE**

BLM-NM-GI-90-031-4331

**Four Corners  
Governors' Conference  
June 19-21, 1990**



**Partnerships in Tourism, Recreation,  
Preservation, and Education**

## **PARTNERS FOR THE PAST**

# **Governors' Proclamation**

**WHEREAS,** the Four Corners area of the western States contains many of the world's most spectacular archaeological remains; and

**WHEREAS,** the citizens of our States, the nation, and the world have shown an increasing interest in visiting, understanding, and preserving these sites; and

**WHEREAS,** in the decade of the '90s, demands on these sites are increasing, as is the need to identify resources that can help meet those demands; and

**WHEREAS,** a need exists to investigate methods of cooperation and partnership among State and Federal agencies, local governments, Indian tribes, private organizations, and the general public that can be used to promote growth in tourism, recreation, preservation, and education; and

**WHEREAS,** the unique prehistory of the American Southwest should be shared with the world;

**NOW, THEREFORE, WE,**  
Governors of Colorado, Arizona, New Mexico, and Utah, proclaim June 18-23, 1990, as the **WEEK OF PARTNERS FOR THE PAST** in the States of Arizona, Colorado, New Mexico, and Utah.

**GIVEN** under our hands, this 19th day of June, 1990.

*Roy Roark*  
Governor of Colorado

*Garrey Carruthers*  
Governor of New Mexico

*Norman H. Bangerter*  
Governor of Utah

*Rose Mofford*  
Governor of Arizona

## FOREWORD

On June 19-21, 1990, at the Anasazi Heritage Center, Dolores, Colorado a new course was set for the future of cultural resources in the Four Corners region. Over 100 community and tribal leaders, land managers and professionals joined in the Four Corners Governors' Conference to create a vision for the management, protection and promotion of their rich cultural heritage. Guiding this vision into the 21st Century will be a proposed Four Corners Heritage Council.

This conference, the report, and its recommendations, represent an important achievement. The governors of the great states of Arizona, Colorado, New Mexico, and Utah, tribal, private, local, state and federal representatives have formed a partnership:

- A partnership that crosses political and administrative boundaries.
- A partnership of cooperation based on mutual respect and common goals.
- A partnership that encourages preservation and education, while enhancing tourism and recreation.
- A partnership that honors the past and looks toward the future.

We believe the work of this conference is significant. It addresses local, tribal, state, regional, national, and international concerns and interests. It provides for comprehensive protection and management and promotes solid economic development. Its foundation is a Four Corners, coordinated approach. Its framework is creative public/private partnership. Its strength is the active commitment of all those partners to implement the recommendations.

We recognize and acknowledge these efforts. We offer our appreciation and support. We commit to this partnership for the past while firmly standing in the present and looking toward the future.

We are pleased and honored to present the report of the Four Corners Governors' Conference.

  
Secretary of Agriculture

  
Secretary of the Interior

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## Introduction

Bringing together representatives from the Four Corners States to discuss the basic issues of managing, enhancing, and interpreting the archaeological and cultural values of the region has been a dream for a number of years. The Utah Interagency Antivandalism Taskforce suggested to groups in the region that the concept be put into action as a Governors' Conference. After discussions in November 1989, the Bureau of Land Management (BLM) offered to organize and host such an event as part of its "Adventures in the Past" initiative.

State Historic Preservation Offices, Federal agencies, and others interested in the project quickly accepted BLM's offer. Next, an Interagency Planning Committee came together to organize and manage the Conference, which would take place June 19-21, 1990, at the Anasazi Heritage Center in Dolores, Colorado. The Planning Committee selected Loretta Neumann, President of CEHP, Inc., of Washington, D.C. as Conference Chairperson. The Committee also developed and organized conference work groups, selected their members, and oversaw all other aspects of organizing the Conference.

On June 19, some 105 work group participants came together in Dolores and spent the next 3 days in general and working sessions. The tone for the Conference was set early on the first day in remarks by Chairperson Neumann (Appendix A). Work group efforts are discussed briefly in the Executive Summary and detailed in the work group reports that follow.



**Figure 1. The Anasazi Heritage Center, Bureau of Land Management, San Juan Resource Area, Colorado.**

# **Executive Summary**

## **Governors' Conference**

### **General Recommendations**

#### **Partnerships, Cooperation, and Leadership**

The Conference (Appendix B) finds that there are many excellent cultural resource programs and activities underway in the Four Corners region, at various levels of government and in the private sector. However, the overall effort is poorly coordinated and less effective than it could be. A major goal of the Conference is to establish cooperation among government agencies, American Indian tribes, and private organizations. The Conference strongly believes there is an urgent need to begin doing this today and hereby recommends the following:

1. Establishment of a collaborative mechanism to coordinate the promotion, preservation, and enhancement of cultural resources in the Four Corners region.
  - a. The collaborative system, established on a permanent basis and termed the Four Corners Heritage Council, will promote continued cooperation among Federal agencies, tribal entities, State and local governments, private organizations, and the general public.
  - b. The Four Corners Heritage Council will develop a vision for cultural resource management in the Four Corners area and promote and foster communication and coordination among all land owners and managers.
2. Establishment of a Four Corners implementation team from among the participants to carry out the spirit of this Conference. This team will do the following:
  - a. Within two months establish the structure and organization necessary to ensure the creation of the Four Corners Heritage Council and to implement the recommendations of the Four Corners Governors' Conference Report and the "Partners for the Past" proclamation.
  - b. Maintain communication with and among the Conference participants and Planning Committee for at least the coming year.
  - c. Through the Bureau of Land Management (BLM), distribute the Conference Report to all participants and interested parties within 5 months.
  - d. Identify existing resources - including facilities, funds, and personnel - and seek additional resources with which to carry out Conference goals.
3. That participants in this Conference go back to their respective agencies and organizations and take whatever steps they can to implement the recommendations from the working groups in this Conference.

### **Resource Management, Enhancement, and Protection**

The Conference recognizes that the Four Corners area of the western States contains many of the world's most spectacular archaeological remains. These fragile, irreplaceable resources are the heritage of all mankind. They are located on private and tribal lands, as well as on public lands, and are increasingly threatened by natural and human forces that may destroy them if they are not properly protected and managed. The Conference feels strongly that the following must be accomplished:

1. Collaborative efforts must be carried out by governmental, tribal, and private entities to make the most effective use of available personnel and funds to manage and protect the heritage resources, wherever they are found. Territorialism and provincialism must be eliminated and resources shared wherever possible.
2. Educational outreach programs must be expanded and coordinated between all public and private entities to ensure public knowledge and concern about the consequences of resource damage or loss.
3. Law enforcement protection of archaeological resources from looting and vandalism must be improved. A pool of cultural resource special agents should be established for use by all partners, along with means for sharing intelligence and for networking.
4. Cultural resource management planning must be coordinated without regard for jurisdictional boundaries.

### **Community Benefits and Challenges**

The Conference recognizes the growing public interest in visiting the heritage resources of the Four Corners region. Visitors can bring much-needed economic benefits to this area, which has been economically distressed in recent years. Visitors can also bring potential problems, causing stress to the existing infrastructure of the communities and to the heritage resources themselves. The Conference firmly believes that the recommendations in this report can help address these issues in a way that is both practical and visionary. The Conference feels strongly that the following must be accomplished:

1. An economic impact study detailing the benefits to local communities of the archaeological resources and programs should be undertaken to inform the public and influence public officials.
2. A marketing plan will be developed that creates promotional strategies and programs to increase tourism throughout the Four Corners area.

### **Public Involvement, Communication, and Education**

The Conference believes that public involvement in government activities is essential. Such involvement is currently insufficient due to cultural and ethnic differences and to the varying management styles, regulations, and procedures of government agencies. The Conference therefore urges the following:

1. Government agencies (Federal, State and local) must be proactive, more personal, and direct in reaching out to community leaders, American Indian tribes, individuals, and organizations. In turn, those leaders, tribes, individuals, and organizations must demand more from their government officials, must be more responsive to the requests for assistance from the agencies, and must assert a more active role in agency planning, programs, and policy formulation.

### *Executive Summary*

2. Educational and interpretive materials must be reviewed to assure that they reflect the cultural diversity of the Four Corners region, especially with respect to the traditions, knowledge, and sensitivities of American Indians. Information from oral histories should be treated with respect and incorporated, where feasible and appropriate, along with the information from historical and archaeological records.
3. Multi-lingual and multi-media resources must be developed to reach the widest possible audiences. All interpretive and educational programs must incorporate a conservation ethic.
4. Volunteerism and public involvement are essential components in the building of a constituency for archaeology.

### **Implementing Recommendations**

The five work group reports that follow contain the substance of the Governors' Conference. They must be read and implemented if the effort they represent was worth expending. The Conference also recognizes the recommendations in other studies and reports worthy of implementation. Among these is the "Save the Past for the Future" Taos Conference Report, Actions for the '90s.



Figure 2. The Four Corners. Map courtesy of the Four Corners Tourism Council.

# **Work Group #1 Report**

## **Archaeology and Economic Development**

*Chair: Bill Winkler, INTERpark*  
*Co-Chair: Ken Francis, City of Cortez*

### **Introduction**

Time and experience have shown that the Four Corners area is richly endowed with cultural resources which have, on a moderate scale, brought economic benefit to the area. We realize that this economic benefit to the Four Corners area has been fractionalized due to the narrow visions created by various political lines, agency, and organization jurisdictions. The time has come when the Four Corners must see itself not as four separate States, but as a region that must share and preserve the economic benefit of its resources.

The vast archaeological heritage of the area along with today's wide cultural diversity will bring about the awaited economic development through the pursuit and realization of the following goals and objectives:

1. Four Corners area identity. An identity that conjures up an image in the minds of people outside the area.
2. Increased visitation to the Four Corners area. Extended use and stay periods (spring and fall). Improved visitor experience and education.
3. Protection and management of cultural resources.
4. Diversity of visitor experience. Provide awareness of the diversity of the Four Corners area.
5. Organization of a Four Corners Heritage Council. The uniting of common economic efforts of government, private, and tribal organizations into an effective, functioning council.

These goals can be achieved through the implementation of the following actions:

1. Defining, developing, and initiating a marketable image of the Four Corners area.
2. Documenting, through study, the value of cultural resources and their direct and indirect economic development benefits.
3. Developing a regional marketing organization with paid staff and operational funding.

### **Finding #1 - Economic Impact Study of Archaeology**

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Since the Four Corners region contains a very large number of world-class archaeological and cultural resources, many people in the region are employed in occupations that benefit directly and indirectly from the existence of these resources, but there is a lack of knowledge on the part of the public as to the economic benefits of these resources.

### **Recommendation**

A cooperative effort among the four States must be undertaken to develop an economic impact study of the archaeological and cultural resources in order to inform the public and advance the proper management and promotion of these resources for improved economic development opportunities.

### **Finding #2 - Four Corners Regional Marketing Plan**

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The wealth of archaeological, cultural, scenic, and natural resources in the Four Corners region has tremendous potential for attracting visitors. At the same time, the area is economically underdeveloped, with high unemployment rates and low per-capita incomes. This has happened because the Four Corners area lacks an image and marketing plan to maximize visitor marketing opportunities, even though the tourism offices in each of the Four Corners states have existing research and marketing plans, at least partially applicable to the Four Corners region.

### **Recommendation**

The state tourism offices must work cooperatively on the preparation of a tourism marketing plan that will specifically address the resources and opportunities available in the Four Corners region.

### **Finding #3 - Partnerships**

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The creation of a variety of partnerships is a critical step in achieving the goals of this Conference. Partnerships are a tool with which to break down traditional barriers, open communications, and establish a cooperative environment among individuals and groups with common interests (Appendix C). Partnerships enable people to produce or achieve more together than is possible individually. Partnerships involve the sharing of time, money, people, and materials to reach a mutually-agreed-to objective.

### **Recommendation**

Possible partnerships include:

1. Agency cultural work groups networking to deal with cultural issues.
2. Cooperative agreement between State/BLM to fund an archaeologist position, and to pursue other opportunities where possible in the Four Corners area.
3. Four Corners Archaeological Directory.
4. Four Corners Museum Association.
5. Information sharing among States, agencies, and tribes.
6. Four Corners Visitor Center Association.
7. Partnership with various highway departments to ensure that signing is coordinated and well executed.
8. Partnership between tourism groups and archaeological groups to gather and exchange data to improve information provided to visitors.

## **Finding #4 - Funding**

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Funding should be a first priority for the followup task force. No major projects or products can result from partnerships or from this Four Corners Governors' Conference without continued funding. Increased funding is necessary, (1) to realize the partnership proposals created here, (2) to ensure continuity of the partnerships forged here at the conference, and (3) to show some success for continuing momentum.

### **Recommendation**

1. Seed money and in-kind resources must be contributed by all participants. This will demonstrate commitment, create "ownership" and personal involvement, and provide the dollars necessary to approach grant agencies for matching funds.
2. Hiring a professional fund raiser should be considered. This could be done on a soft-money basis (i.e., contracted for term at percentage of money raised). The first project to undertake would be a list of funding sources on which to focus.
3. Consider establishment of a foundation to build and control a trust fund to provide a long-term financial base. It may be possible to obtain grants for this trust fund from a Federal source such as the National Trust for Historic Preservation.

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# **Work Group #2 Report**

## **Management of the Heritage Resources of the Four Corners Region**

*Chair: Jim Ruch, Grand Canyon Trust*  
*Co-Chair: Sally Wisley, Bureau of Land Management*

### **Introduction**

The Four Corners region encompasses one of the most important and fascinating collections of prehistoric cultural resources, sites, and artifacts in the world. This irreplaceable, nonrenewable inheritance is not, today, receiving care or management commensurate with its fragility and incalculable value. That value includes a great cultural and spiritual connection with our past, as well as vital scientific information and amazing economic potential related to responsible public enjoyment and tourism.

Management inadequacies range from the lack of a collective, coordinated vision that crosses the boundaries of four States, many Indian lands, and numerous counties and local jurisdictions; to insufficient involvement of the public, communities, Indian people, and private land owners in planning and management decisions about heritage resources. In addition, we have fallen far short of the effort needed to inform, to educate, to create the understanding and ethical concern that will support the level of management the Four Corners resource requires. Consequently, important actions to manage, protect, and enhance these heritage resources are left undone, and resource values, knowledge, and opportunities for enjoyment are being lost.

The findings and recommendations that follow, if acted upon quickly and forthrightly, will enable our society to preserve a treasure that has been handed down to us for safekeeping and also to reap the rewards of productive economic activity and the enhancement of our understanding of who we are as mortal human beings.

### **Finding #1 - A Collective Regional Vision**

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There is no clear, collective vision regarding cultural resource management in the Four Corners region. In fact, there does not seem to be a unified agreement as to what geographical, agency, or political boundaries constitute the Four Corners region regarding cultural resource management. There are countless entities operating in the region, each pursuing its own agenda. There is significant competition, as a result, for funding, resource allocation, political and public support, economic development, media attention, etc. There is also no established forum for discussion, conflict resolution, future planning, or information sharing.

The recent spontaneous creation of numerous ad-hoc local partnerships dedicated to the protection and management of heritage resources underscores the growing level of public concern about those resources throughout the Four Corners area. This also emphasizes the need for increased cooperative effort to support, coordinate, and encourage these partnerships.

For all of these reasons, there is a need for a collective grass-roots effort aimed at securing political support and legislative changes that may be required to move from concerned chaos to a unified regional strategy.

## **Recommendation**

1. Establish a Four Corners Heritage Council to plan for a coordinated regional approach to cultural resource management. The Council would:
  - a. Provide a vehicle to integrate local, State, regional, and national interests.
  - b. Develop a vision of good cultural resource management throughout the Four Corners area.
  - c. Acknowledge all aspects of cultural resource management including public involvement, protection, preservation, conservation, stabilization, research, public visitation, interpretation, education, and curation.
  - d. Develop short- and long-term action plans, based on regional priorities.
  - e. Foster communication and coordination among all land owners and managers.
  - f. Create a cooperative atmosphere and encourage strong public involvement.
  - g. Ensure recognition and protection of the full array of archaeological resources.
2. Establish a Four Corners Implementation Team to develop and promote the council concept and build grass-roots as well as political support. The task force should complete its work within a year. The task force should be broadly representative and should solicit the views of interested parties, including:

American Indian groups  
State and local governments  
Federal agencies  
Private citizens  
Professional and amateur archaeologists  
Academic institutions and museums  
Private land owners  
Chambers of Commerce and businesses  
Tourism and travel industry.

This task force could also serve as a clearing house and coordinating body until the Four Corners Heritage Council is established.

3. Encourage positive, innovative partnerships throughout the Four Corners region. Current partnerships are outstanding and should be fostered. New ones should be developed. The goals of these partnerships should include information sharing and program coordination.

## **Finding #2 - Involving all the People**

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The Four Corners cultural heritage is shared by all Americans. Every sector of the public must be better involved in the management of these cultural resources. Means must be found to make the public more aware of governmental plans and projects, as well as to better incorporate the public's perspectives and concerns into the management process. Although there are similarities in the ways the Indian and non-Indian public can and should be consulted, there are important distinctions as well.

### **Recommendation**

1. Involving and consulting effectively with the general public is a vital part of cultural resource management. This process must include the following:
  - a. Community meetings or hearings should be scheduled soon after specific site development or site destruction is proposed.
  - b. Additional contacts with targeted individuals are essential as well.
  - c. Advisory groups or task forces should often be employed in the evaluation of proposals.
  - d. Press releases and announcements of meeting dates and times are not sufficient to engage public attention. The media must be encouraged to take an early and sustained interest in specific proposals or issues on behalf of the community at large.
  - e. Representatives of citizens' organizations should be encouraged to help create an effective network to consult with on matters regarding cultural resource use or management.
2. Effective communication with Indian people is essential for the protection and management of the Four Corners heritage resources. This process requires special actions:
  - a. Every effort should be made to contact appropriate tribal officials as early in the process as possible. A general letter addressed to the tribal chairman is not adequate.
  - b. Lead agencies must make direct inquiries as to how best to contact and consult with affected and interested tribal members.
  - c. In many cases, specific expertise is required to help agencies become more sensitive to cultural perspectives and concerns. Informed consultation with the proper individuals can provide an important informational bridge between agencies and tribes.
  - d. Person-to-person contact between agency employees and tribal members is essential in almost every case.
  - e. Appropriate tribal members or employees should be part of a regional Four Corners Heritage Council

### **Finding #3 - Raising Management Priorities**

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Cultural resource management requires a higher priority in all Federal, State and private organizations. These agencies, as well as conservation and preservation groups, have good intentions, but their allocation of resources often is not consistent with their policy. These organizations need to develop a coordinated, proactive approach to making cultural resource management a high priority operation within day-to-day management.

#### **Recommendation**

1. Develop cultural resource sensitivity training for agency decision makers; invite private sector participation.
2. Conduct annual program consultation between land management agencies and their cultural resources constituencies.
3. Develop annual interagency workshops on cultural resource management on a rotating basis.
4. Make agency cultural resource specialists responsible for working with the public.
5. Develop data that show the economic and visitor use values of good cultural resource management.

There is a need for public agencies to focus on a wider range of cultural resource management activities and options rather than on the narrow focus of the regulatory process. Most agencies tend to spend available funds on meeting Section 106 requirements of the National Historic Preservation Act; more "important" cultural resource opportunities are ignored simply because process-or development-driven projects consume all staff time. There is a need to streamline the Section 106 process and commit monies and time saved to other cultural resource programs. By reducing the priority on the projects that drive the Section 106 process, agencies can raise the priority of cultural resource management to a higher level in the overall agency mission.

1. Streamline the Section 106 process through agreements among agencies, State Historic Preservation Officers, and the Advisory Council on Historic Preservation, as appropriate.
2. In accordance with Section 110 (g) of the National Historic Preservation Act, ensure that all Federal agencies pursue having proponents of projects subsidize costs for all Section 106 work.
3. Send all decision making managers to Section 106 training.
4. Investigate using staff other than cultural resource specialists in the Section 106 process.

## **Finding #4 - Role of Private Lands**

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Opportunities for management of cultural resources on private land are being lost. Some private land owners want to protect these resources, but do not know how. Other private land owners want to exhume these sites for profit. Private land owners fear possible Federal condemnation, State legislation, and loss of control over their private property.

### **Recommendation**

1. Provide an archaeological "extension" service (modeled after the Soil Conservation Service) for consultation and support for private land owners.
2. Provide better agency access to Land and Water Conservation Fund money for exchange/acquisition with willing land owners.
3. The Four Corners Heritage Council should work with agencies and private land owners in creating opportunities for exchange/acquisition. Private involvement will improve understanding of private land owners' needs and concerns.

## **Finding #5 - Coordinating and Sharing Data**

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Compatible interagency cultural resource data bases do not currently exist, but are critical for establishing priorities for interagency management and interpretation. Existing data bases fail to recognize the full range of site impacts (i.e., natural and human) and do not systematically incorporate data necessary for decision making for interpretation and public use and enjoyment.

Despite recent improvements in curation in the Four Corners region, adequate facilities and funding remain a problem. Furthermore, administrative and cultural barriers exist which serve to inhibit effective linkage of Federal, State, tribal, and other curatorial facilities.

### **Recommendation**

1. Land and resource managers, in coordination with the Four Corners State Historic Preservation Officers must develop mutually compatible data bases that cross State and agency boundaries.
2. Cultural resource data collection currently focuses almost solely on public lands and is primarily reactive, based on compliance needs, rather than being proactive and integrating regional or thematic planning.
3. Land and resource managers must develop State and regional plans that balance overall management needs against State and regional research concerns.
4. Land and resource managers must update data bases and plans through developing Site Monitoring Programs, which may include Site Stewardship and other Volunteer Programs involving private land owners, individuals, private nonprofit organizations, archaeological societies, and others.
5. Land and resource managers must emphasize inventory of a full spectrum of resources, including those outside of development areas (i.e., resources outside of compliance projects).

### *Four Corners Governors' Conference*

6. Land and resource managers must establish and maintain data bases that include information on site condition and potential threats (i.e., human and natural), and that reflect their potential for interpretation and public use and enjoyment.
7. The curation issue should be included within the scope of the proposed Four Corners Heritage Council. The emphasis should be on the following topics:
  - a. Allocation of long-term funding for all data recovery projects.
  - b. Efficient use of limited curation space and consideration of innovative approaches.
  - c. Linkage of Federal, State, local, and other curation facilities.

## **Finding #6 - Effective Communication and Education**

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Implementing sound management programs for the cultural resources of the Four Corners area depends upon public understanding and concern, awareness of the issues by decision makers, and the development of a public ethic for the protection and conservation of these resources.

### **Recommendation**

Under the coordinating guidance of the Four Corners Heritage Council, encourage agencies, entities, and partnerships to:

1. Develop educational media targeted for specific audiences.
2. Integrate oral traditions into interpretation.
3. Coordinate and distribute information about Four Corners cultural resources, the context within which they are found, the infrastructure for their availability, and the ethics of visitation.
4. Identify places for the distribution of information (parks, city information centers, chambers of commerce, etc.).
5. Work with communications media to inform a wide public audience of the existence and value of Four Corners heritage resources.
6. Hold annual meetings; invite leaders of agencies, tribes, educational institutions, and city/State/Federal policy makers.
7. Support the development and implementation of improved formal educational programs about cultural resources, including projects to:
  - a. Identify and emulate successful anthropology/archaeology curriculum models.
  - b. Develop models for integrating anthropology/archaeology into existing K-12 curricula.
  - c. Offer more hands-on educational opportunities (field trips, excavations, and similar activities).



**Figure 3. Badger Cave Ruin in Grand Gulch, Bureau of Land Management, San Juan Resource Area, Utah.**

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# **Work Group #3 Report**

## **Interpretation and Public Involvement**

*Chair: Sandy Thompson, Crow Canyon Archaeological Center*  
*Co-Chair: Rose Wyaco*

### **Introduction**

The mountains, mesas, and canyons of the Four Corners country have been home to diverse human cultures for thousands of years. Thus, the region is rich in prehistoric and historic cultural sites and resources. Properly understood, the archaeological record of the Four Corners region can provide constantly evolving insights into human adaptation to a beautiful but challenging environment.

There are two primary sources of knowledge about the archaeological record of the region. One is traditional American Indian oral history which, in some cases, stretches back more than a thousand years. Of equal importance is scientific research into the archaeological record. The two sources are not always in agreement but can, at times, be used to inform one another. Both sources should be used, as appropriate, when interpreting the archaeology of the Four Corners Country.

Public involvement in archaeology is viewed in two different ways:

1. Public involvement in archaeological research and stabilization is a growing trend. It has the benefit of bringing the American public into direct contact with the archaeological record. However, altering the archaeological record carries with it the absolute obligation to provide close professional supervision at all times and to follow through with analysis and publications meeting the highest professional standards.
2. Public involvement in shaping policy for cultural resource management is assured by existing legislation. However, neither the public nor the agencies take full advantage of the potential for benefit from public involvement, including provisions for the involvement of American Indians.

### **Finding #1 - Interpretive Programs**

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A good interpretive program will provide a sense of time and place; an understanding of history (value of the past); appreciation of and respect for other cultures; and an understanding of human relationships with the environment. These will lead to site protection, public involvement and partnership, and stimulation of further interest in the past and in Indian cultures.

### **Recommendation**

A quality interpretive program must:

1. Include a human focus and scale. Interpretive programs will focus on the human dimension, not on artifacts; use artifacts and hands-on demonstrations as a bridge to people; be relevant to our lives and problems today (e.g., contemporary environmental problems); be developed with public input and cultural sensitivity; be tailored to specific

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- audiences, according to marketing information (e.g., servicing interests of retirees, foreign visitors, etc.).
2. Have explicit goals, as outlined above in the contents of a good interpretive program. An effective interpretive program must promote a conservation ethic; reach the widest possible range of audiences (e.g., including disabled, impaired people), via the widest range of interpretive tools and techniques; include presentation of archaeological and historical facts; and complement other interpretive programs.
  3. Be delivered based on appropriate marketing information; involve a coordinated, interagency approach; integrate Indian peoples and oral traditions and values; include multi-media and multi-lingual approaches; include a conservation message.
  4. Be implemented by a Four Corners Heritage Council with the following goals:
    - a. Develop directories of resource people, resource materials, publicly accessible sites, and sacred sites and locations that should not be interpreted.
    - b. Coordinate sharing and investigation of innovative interpretive tools and techniques, such as videodisc touchscreen systems and multi-sensory materials.
    - c. Develop multi-organizational interpretive training on the cultural resources of the Four Corners area, including presentations and involvement by American Indian tribes in the area.
    - d. Foster inter-organizational and regionwide distribution of interpretive materials at existing visitor centers, museums, contact stations, etc.
    - e. Develop regionwide interpretive guides (e.g., brochures) targeted to
      - Tourism: modeled on the BLM Anasazi Site Guide, including regional overview, protection message, facilities information, site information. These should be multi-lingual and as user-friendly as possible.
      - Teachers: these should provide field trip information and instructional material tailored to the teacher's local area.
    - f. Develop a conservation ethic message that can be incorporated into all interpretive materials and is appropriate for the multi-media tools being used.
    - g. Target educators with cultural resource programs designed for their classrooms and continually monitor the programs for effectiveness.

## **Finding #2 - Public Participation**

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Public participation in archaeological activities is an effective method of building a public constituency for archaeology. For example, supervised participation in archaeological activities provides a legitimate outlet for the public's interest in the past. Also, volunteer efforts can extend staff resources and increase the effectiveness of professional staff in all phases of archaeological research and management. However, it is important to recognize that public participation in archaeology creates certain direct and indirect costs and ethical obligations to follow through with analysis, curation, and dissemination of findings.

### **Recommendation**

Professional archaeologists and managers of public lands should implement public participation and volunteer programs and provide the funding and staffing necessary to conduct these programs.

### **Finding #3 - Public Support**

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Public support for archaeological programs is vital to their continued success. This is ultimately because public policy for archaeology flows from the expressed interest of an informed public. Therefore, while it is well recognized that public land managers are responsible for balancing the concerns of a variety of constituents, the archaeology point of view must be well represented.

### **Recommendation**

Federal, State and tribal agencies and the archaeological profession must recognize the value of and provide support for public involvement in archaeology. This can be done by:

1. Giving a higher priority to public awareness programs.
2. Making the public and influential local leaders aware of possibilities for involvement with the archaeology decision making process.
3. Developing educational and public relations programs.
4. Providing necessary institutional support for public programs.
5. Supporting professional, avocational, and advocacy groups and other partnerships.
6. Involving the general public, the media, and the schools in public awareness programs.
7. Including an archaeological viewpoint on their advisory boards, and establishing additional linkages with existing governmental entities, involving them in archaeological issues.

### **Finding #4 - American Indians**

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There is little or no use of American Indians or their perspectives in the conduct of archaeological research, the management of resources, or the interpretation of the past. This is happening even though at least 20 American Indian tribes are descendants of the Anasazi. Each of these tribes has a living oral history among its elders and spiritual leaders that can help explain the Anasazi. These groups have cultural resources that are just as important as those of the Anasazi, but existing requirements to notify American Indians of actions that might affect their heritage are not effective.

### **Recommendation**

Public agencies and institutions must involve American Indian perspectives in every aspect of managing and interpreting their cultural heritage. American Indian tribes are strongly encouraged to create mechanisms for involvement in cultural resource issues and to participate in networks.



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**Figure 4. Kin Yazhi Pueblito, Bureau of Land Management, Farmington Resource Area, New Mexico.**

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# **Work Group #4 Report**

## **Strategies for Expanding Partnerships for the 21st Century**

*Chair: Larry Woodard, Bureau of Land Management*

*Co-Chair: Cleal Bradford, College of Eastern Utah*

### **Introduction**

As national and international interest in the Four Corners cultural resources grows, agencies, political subdivisions, businesses, and tribal governments have expressed frustration at past attempts to widen the partnership arrangements. Some of the barriers described as "the adobe wall" are as follows:

1. Provincialism among States.
2. Different cultural management goals of agencies, States, user groups, and local businesses.
3. Limitations of previous cultural resource legislation which tended to confine studies to certain geographic areas.
4. Inability of cultural resource managers to expand cooperation because of staffing and budget limitations.
5. Different Federal, tribal, and State agency mandates for land management.
6. A hesitancy to promote expanded use of cultural sites because of the fragile nature of many cultural resources.
7. High unemployment, distance from major population and governmental centers, limited local infrastructure, and high Federal land ownership.
8. Limited communication among States, agencies, and tribes concerning cultural resource management.
9. A need to foster an improved ethic among all land owners regarding cultural resources.

Accordingly, one of the principal benefits arising from the work group's discussion was that most affected parties were able to meet in a cooperative atmosphere and lay the foundation for a new structure to replace "the adobe wall."

Working participants quickly agreed that agency, business, tribal, and political interests need to step out of their traditional thinking, in order to provide better overall management of Anasazi and other cultural resources in the Four Corners region. Specifically, linking of certain sites will provide the following benefits:

1. A vision of good cultural resource management.
2. Better cultural resource interpretation.
3. Improved cooperation and coordination among States, tribes, and agencies.

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4. Management efficiency (i.e., dollar savings).
5. Uniform marketing and promotion.
6. Improved accessibility to appropriate sites.
7. A better understanding of different management goals.
8. More comprehensive site protection (combining of resources, more sites protected) and better public education.
9. An improved quality experience for tourists who visit linked sites.
10. Improved communication and coordination among all land owners and managers.
11. Better preservation of living cultures (i.e., Native American, Hispanic, Anglo).

The work group identified a number of extant partnerships which could serve as models for a cooperative system. Within the Four Corners area there currently exist a number of successful partnerships which have, in a fragmented manner, attempted to improve coordination and management of cultural resources across State and agency lines. Some examples are:

1. Trail of the Ancients - a 20-year voluntary partnership of Federal, State, county, tribal, and private sites in southeastern Utah.
2. Chaco Interagency Management Group - an 8-year legislated partnership of Federal, State, and tribal representatives to provide coordinated management to congressionally designated Chacoan Outliers primarily in northwestern New Mexico.
3. Masau Trail - a 1988 legislated vehicular travel route to connect cultural sites in western New Mexico and northeastern Arizona. A partnership of Federal and tribal sites is contemplated.
4. Chama Gateway Project - a recent interagency Federal effort to connect cultural and historical sites in the Chama River drainage of northern New Mexico.

All the existing partnerships have tended to limit comprehensive management of cultural sites in the Four Corners area because of a variety of actual or perceived barriers.

### **Finding #1 - Coordination**

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To foster cooperation among States and agencies and to provide a plan for a coordinated regional approach to cultural resource management, a Four Corners Heritage Council for the Colorado Plateau is needed (Appendix D). Such a Council would develop a vision for cultural resource management in the Four Corners area. This group of approximately 20 to 25 members would provide a vehicle for integration of local, State, regional, and national interests regarding cultural resources. The Council's primary role would be to foster communication and coordination among all land owners and managers.

### **Recommendation**

Some potential assignments of the Council would be:

1. Identify needed Federal or State legislation.
2. Coordinate planning for marketing and infrastructure development.

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3. Define budgetary and staffing needs of agencies.
4. Review transportation needs of region.
5. Establish priorities for cultural resource management within the region.
6. Provide a forum for regionwide cultural resource management planning.
7. Encourage management efficiency through common signing, maps, brochures, interpretation, protection, and research.
8. Develop a communication system through newsletters, conferences, etc.
9. Develop programmatic agreements among States, agencies, tribes, counties, and private avocational groups to facilitate improved management and coordination.
10. Explore and recommend land owner incentives to promote responsible cultural resource management.
11. Foster a cooperative atmosphere and strong public involvement.
12. Ensure recognition and protection of a full array of archaeological resources.
13. Integrate all aspects of cultural resource management including public involvement, site visitation, protection, preservation, conservation, stabilization, research, public visitation, interpretation, education, and curation.

### **Finding #2 - Implementation**

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The Governors' Conference ended with participants eager to see the recommendations of the Conference implemented as quickly as possible. Accordingly, a Four Corners Implementation Team was established to implement the Conference recommendations. The Team is comprised of 10 to 15 individuals who are charged with immediately initiating action on those recommendations that will lead to establishment of a communications network, publication of proceedings, signing of proclamation by all four Governors, improved site protection, and creation of the broader Four Corners Heritage Council.

#### **Recommendation**

The mission statement of the task force is action-oriented: To establish the structure and organization necessary to implement the recommendations of the Four Corners Governors' Conference and the "Partners for the Past" Proclamation.



**Figure 5. Chimney Rock Ruin, U.S. Forest Service, San Juan National Forest, Colorado.**

# Work Group #5 Report

## Archaeology and the Law

*Chair: Leslie Wildesen, U.S. Forest Service*

*Co-Chair: Richard Fike, Bureau of Land Management*

*What kind of message can we send out to the public to make treasure-hunting seem less romantic, or make antique-collecting less prestigious, or make site destruction appear to be more shameful?... Whose responsibility is it to change public attitudes, making ordinary people more aware of the immensity of the loss they are experiencing as more and more sites disappear and more and more ancient art objects are wrenched out of context in order to decorate offices and living rooms?*

— Charoenwongsa, 1990

### Introduction

The degree to which we need to discuss law enforcement is a measure of our failure to engage the public in a meaningful way in the archaeology of the Four Corners area. Looting of fragile archaeological resources for personal gain has occurred for at least the last century on both public and private lands, in spite of numerous Federal and State laws prohibiting site destruction. Several studies emphasize the seriousness of the problem. Statements from a few are included here:

1. Over 160 Federal land managers in the Rocky Mountain West reported vandalism to cultural resources on lands under their jurisdiction, with from 66 percent to 80 percent of prehistoric sites of all types being damaged.
2. The agencies' local offices in the Four Corners States estimate that nearly one-third of their 135,815 recorded archaeological sites have been looted to some extent.
3. Since 1980, on the Navajo Indian reservation, looting has increased 1,000 percent.
4. The archaeological profession, resource and land managers, and their staffs, as well as the public, lack a clear understanding of the nature and complexity of the looting and vandalism problem, and members of the judicial system do not invoke harsh penalties or take the laws seriously. Until they do, the public will not see looting as a serious crime.

Site looting has been taken casually by those who are mandated to prevent or prosecute it, such as land managers and law enforcement personnel. Artifact collecting, with its attendant destruction of valuable scientific information, has been treated as a right by generations of private land owners. Fragmented jurisdictions, overlapping or competing responsibilities, and provincialism have prevented even enthusiastic agency staff from carrying out their enforcement responsibilities.

Preventing future destruction of the archaeological resources of the Four Corners area is vital both to preserving our scientific knowledge of our human past and to developing the growing tourism and recreation industries in the region. Of the seven major findings of the 1989 Taos working conference on preventing archaeological looting and vandalism, we believe that three, **protection, education, and cooperation**, are the keys to preserving these resources for generations to come. In addition, **management**

**commitment** is critical to the success of protection, education and cooperation actions, and hence is included as a principal finding of this Conference.

Group after group has met, over the past decade, and reached essentially similar conclusions. It is critical now to take action, in accordance with the shared understanding of the nature of the problem reached during the Taos working conference. It is time to embrace the results of these previous meetings and move ahead by implementing specific recommendations.

## **Finding #1 - Protection**

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Protection efforts must be strengthened and increased. Archaeological resources are not being adequately protected on Federal or State lands, and are being increasingly threatened on private and Indian lands. Also, the public is not actively and effectively involved in protection. Finally, strength lies in the data base. Inventories are generally lacking or incomplete, making effective management and protection impossible.

### **Recommendation**

1. A structured, proactive Law Enforcement Program must be developed immediately, designed to incorporate current highly motivated staff and existing enforcement tools.
2. More field-level Law Enforcement Staff must be added for patrolling, site monitoring, and investigating reported vandalism.
3. Specialists trained in cultural resource law enforcement should be assigned to highly vulnerable areas and provided with appropriate equipment and support.
4. Cultural resource inventories should be conducted to identify vulnerable sites and assess the nature and extent of existing damage.
5. The public needs to take a more active role and assume greater responsibility for protection. Effective programs include Adopt-a-Site, Site Stewardship, and amateur groups and societies.
6. Existing Law Enforcement Programs (e.g., National Guard, and the Civil Air Patrol) should be capitalized upon and used to the extent possible.

## **Finding #2 - Education**

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Existing education efforts need to be expanded by structuring and defining the messages to be communicated and by identifying the specific target audiences. Tourists and participants in a few structured educational programs are learning wonderful things about prehistory, but the "hands off" law enforcement message and protection ethic is simply not getting out to the audience that needs to hear it. Judges, sheriffs, land owners, school children, and agency managers remain ignorant of the values of archaeological resources and the efforts required to protect them from looting and vandalism.

### **Recommendation**

1. Greater emphasis and focus must be placed on cultural resource educational outreach programs. Persons involved in such programs need more recognition and reinforcement for their efforts.

### *Work Group #5 Report*

2. Public perceptions and ethics toward collection of artifacts must be changed to support conservation of archaeological values in place. This can be accomplished by instilling a greater sense of ownership and pride in the people, so they treat these values as their own.
3. Law enforcement experts must be integrated into all levels of the education effort, including curriculum development and interpretive projects.
4. A highly visible cultural resources "champion" must be engaged to speak loudly for the protection of cultural resources, through paid public service announcements (this way we get prime-time audiences), radio and television appearances, and other media.
5. Cultural resource specialists must work with recreation and interpretive programs to increase on-site interpretation such as signs and brochures with effective preservation messages.

### **Finding #3 - Cooperation**

---

Cooperation is essential. Protection partnerships need to be developed and expanded. This is critical to the success of other recommendations, because no single agency or land owner controls all the sites, or enough staff or dollars to adequately protect those sites it does control.

#### **Recommendation**

1. Partnerships must cross political jurisdictions to be effective, and should include partners from Federal, State, tribal, and local governments, as well as the private sector.
2. Agencies should create a pool of cultural resource special agents, for use by all partners.
3. Agencies should create a common information network, for sharing intelligence and for networking.
4. Existing cooperative and communication efforts, such as Site Steward Programs and national conferences, should be used to the extent possible.
5. Environmental groups, American Indians, and other nontraditional partners should be involved in protection efforts.

### **Finding #4 - Commitment and Priority**

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Commitment and priority for preventing site looting is lacking from top leaders in the public and private sectors. Federal agencies give lip service to protection, but assign dollars and staff to other functions. Some judges, county sheriffs, and Federal agency managers are reported to have large personal collections and may be less than enthusiastic about enforcing the law. Private land owners resent government protection programs and fear that "Big Brother" will tell them what they can do on their own lands. Land managers often are ignorant about the extent of the looting problem, and about methods of preventing or combatting it.

**Recommendation**

1. Federal agency managers should reinforce or redirect existing law enforcement efforts toward cultural resource protection.
2. Both public and private managers must be creative in finding ways to ensure adequate protection for vulnerable sites. Incentives including tax breaks or credits, awards, and alternatives such as site acquisition and exchanges must be made available to the public.
3. Managers must commit to an ongoing, long-term program of enforcement, not just a one-time effort.
4. Top leaders in the public and private sectors – Federal agency managers, county politicians, tourism developers, influential land owners – need to be personally involved in protection efforts.



*Work Group #5 Report*

**Figure 6. Keet Seel Ruin, National Park Service, Navajo National Monument, Arizona.**

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## Appendix A

# The Four Corners: A Sense of Time

Opening Remarks at the Four Corners Governors' Conference  
Loretta Neumann, Conference Chair  
June 19, 1990

The Four Corners. Such a raw and rugged place. What brings people here? It is beautiful, of course, but this is no place for the tired or the timid.

It's a truism of the travel industry — tourists love water, whether mountain or shore. Yet here the water is rare, the lakes man-made, the rivers episodic. Yet still people come. Why? My first visit to Mesa Verde was when I was seven. My home was in the neighboring State of Oklahoma. I spent many summers months of my childhood in northern New Mexico. I've returned again and again to these haunting places in the Four Corners. Why?

As I get older, I think I finally understand. It's the sense of *time* at one sees and feels here. In geology. In humanity. A time that seems to stretch endlessly. A history that measures itself in eons, not as we do in decades or days. Ten to twelve thousand years of humanity. Millions of years of molding these rocks and mountains and magic places.

It's the sense of time and place that draws us. And the wonder that we, who are so fragile, could have lived here so long. And that we still endure. It makes it even more troublesome to realize that we have the power today to destroy in minutes what it took many millennia to create.

We have come here to celebrate the Anasazi and the rich cultural tradition that they left. The celebration is appropriately outdoors, in that scenic splendor that surrounds us. Indoors, we are here to study and to seek new inspiration, new ways to protect and enjoy the legacy we have been so lucky to inherit.

At times like these, I usually like to quote a favorite poem by Robert Frost. It speaks to our sense of ownership of the land and who we are in relationship to it. He said: "This land was ours before we were the land's." Instead of that, I found something better, in the annual report of the Grand Canyon Trust by Jim Ruch, one of our conference workshop chairs. This poem too speaks of our relationship to the land, but he is talking about *here* and this land in the Four Corners that is the subject of our conference:

*Mine, it is mine  
Until it is yours,  
And yours until mine.  
But the red rock endures  
And the sand.  
And the river winds  
through the Canyon  
In the dry land.  
Possessed by possessing  
We bear it away  
piece by piece  
hand to hand*

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*Ever asking, "Whose is the stone?"  
Passing from my hand to yours  
The land which belongs to itself  
And endures  
Is not owned.*

— Jim Ruch

I am pleased and honored to chair this conference, which is part of the Four Corners Tribute. It was initiated by only a few but the breadth of its vision has been so readily recognized that it has been rapidly embraced and supported by all the Federal and State agencies, and it includes tribal entities, local communities and private interests. I, for example, represent the Society for American Archaeology, one of the many partners in this endeavor. I also represent my company, CEHP Incorporated, which dedicates itself to serving the needs of conservation, environment and historic preservation.

Our purpose at this conference is to focus on the cultural resources in the Four Corners region, specifically on the Anasazi, the glue of history that holds us together. It predates us and will outlive us. If I have one caveat, it is that our goal is not just boosterism. Tourism, like mining and other industries, can be a boom and bust endeavor. We need to **plan** for it. There are opportunities here, and dangers. For example, the Denver Airport, if all goes well for its proponents, will open in 1993 and bring even more visitors from around the world to this area. The time to plan for that is now.

This is a **working** conference. We start with a plenary session to provide an overview of issues, concerns and opportunities. But the real objectives of the conference are accomplished in 5 working groups, which cover the full array of subject areas: economics, management, interpretation, partnerships and law. From this comes a report with recommendations from the working groups and a perspective from the entire conference on where we go from here and which can guide us both in the near term and in the coming decade . . ."

## Appendix B

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**Figure 7. Participants in the Four Corners Governors' Conference.**

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*Four Corners Governors' Conference*

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*Four Corners Governors' Conference*

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## Appendix C

# Effective Partnerships

Creating effective partnerships can be difficult, so it is important to identify methods through which they can be built. The following basic tenets related to partnerships can help to avoid common pitfalls:

- **React quickly to proposals.** To be perceived as a good partner, generally respond in several weeks and mobilize resources to begin the project a few weeks later. Do not expect partners to wait around if it takes you months to make a decision and line up people and funds.
- **Be very specific about the common project to be undertaken.** Write everything down; spell everything out in detail; show a breakdown of budgets in as much detail as possible; document which parties will be responsible for which tasks in what specific time frames. Have frequent meetings to make sure everyone involved is still thinking the same. Focus on complete honesty from the beginning. Partnerships are great for building bridges, but they can also create conflicts. Something clearly spelled out in writing is less likely to result in misunderstandings and misperceptions later.
- **Take what partnerships are available.** Build a positive base with people who are going to be in the area for a long time. The more long-lasting partnerships are between long-term groups that exist at the local level. Do not get focused on huge organizations or large amounts of money and concentrate only on rainbows. Partnerships, donations, grants, etc., with large companies or institutions are desirable, but remember there are people around with whom you can continue to work with for years to come. A variety of small partnerships can be worth much more than one large one.
- **Do not take on too many partners at the start of a project.** Work on building strong ties with two or three interested people or groups. Define the project; establish your partnership documents; get things underway, and then seek people who want to join the parade. Generally, the larger the group, the more difficult it is to solidify the essential details and philosophy to be pursued. Having laid the foundation and begun work, you will be ready to include others who are interested in helping out.
- **Target key decision-makers.** Find those individuals who have the ability and authority to say "Go." The larger the organization you attempt to involve or the higher the levels of bureaucracy you attempt to contact, the more difficult the task and the longer it will take to get started.
- **Once you have a partnership project lined up, approach businesses that might have something to gain by seeing the project completed.** Virtually all private businesses are bombarded with requests to support worthy projects. Most are already committed to following a particular direction. There is not an unlimited pot of money in the private sector; competition is fierce for available dollars, and businesses will put their money where they believe they can get the best return. If you really have a good project, the private sector will recognize it.

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- **Select projects that can be completed in a short time — definitely less than a year, and preferably in three to six months.** Partners will want to complete the project and begin to reap the rewards quickly. Avoid long-term projects, which have a way of attracting every imaginable problem and complication and also carry the risk of loss of commitment, or key players leaving or being forced to focus on higher-priority problems.
- **Be prepared and committed to supply the key people to reach project completion.** Sometimes one partner may not be able to do all the work they intended. While there is a sharing of the labor and costs, there is also an implicit commitment to work hard to make sure the project is completed. Do not expect a partnership to be easier just because other people are involved.
- **Complete the project!** If you are getting into the partnership game for the first time, your credibility is at stake. Do whatever it takes to get the project done as described and on time. When looking for partners, look for people who have been successful in the past. Avoid those who have a track record of uncompleted work. Good partners will be looking at you in the same light.
- **Find those people who are committed to getting the project done, who put project completion first and their own salaries and existence second.** Avoid potential partners who are focused on the funds or materials you can supply, or who are more preoccupied with dollars than with the end result. Many groups are trying to fund their organizations and overhead costs by way of partnerships.
- **Communicate, work hard, help your partners if they need it, do quality work no matter what, have fun, and celebrate when the job is done.** Do not be too concerned about which partner contributes how much or who gets the credit. If you have selected good partners, everyone will be contributing all they can. You will all be equally committed and working for a common goal. Commitment and integrity are the key.

## Appendix D

# Recommendations for a Four Corners Heritage Council

**Mission Statement:** *To establish a coordinated regional approach for integrating cultural resource preservation, education, economic development, and promotion by considering national, state, local, and tribal interests.*

The Conference suggests that partnerships for the future can best be accomplished by establishment of a charter that would include:

- basic principles
- functions
- organizational structure
- mission statement

based upon mutual

- coordination
- commitment
- cooperation
- communication
- consideration of cultural diversity

and joint

- budgeting
- planning.

Heritage Council Membership:

BLM  
U.S. Forest Service  
National Park Service  
Governors' representatives (8)  
Tribal appointees  
All Indian Pueblo Council  
Navajo Nation  
Three at-large  
State legislative appointees (4)  
Four Corners Economic and Tourism Council (2)

**END**

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